

## Best practices in regional SPP/PPI networks: Regione Autonoma della Sardegna, Italy

---



June 2015

**Authors:**

Bettina Schaefer, Ecoinstitut SCCL

Helena Estevan, Ecoinstitut SCCL

**Interviewee:**

Livia Mazzà, Ecosistemi

**Review:**

Livia Mazzà, Ecosistemi

Luisa Mulas, Servizio Sostenibilità Ambientale, Valutazione impatti e Sistemi informativi Ambientali (SAVI). Autonomous Region of Sardinia

John Watt, ICLEI

## General information

---

**Name of the Network** **Sardegna Compra Verde**



**Region** Sardinia

**Country** Italy

**Founding year** 2009

**Number and kind of participants**

Local Authorities, Provincial Government, regional parks, other regional public bodies

Number not known



**Website**

<http://www.regione.sardegna.it/sardegnaacompraverde/>

<http://www.ecosportellisardegna.it>

**Contact information**

Luisa Mulas - Referente GPP Servizio Sostenibilità Ambientale, Valutazione impatti e Sistemi informativi Ambientali (SAVI). Autonomous Region of Sardinia.

[lmulas@regione.sardegna.it](mailto:lmulas@regione.sardegna.it)

## 1. Organisational structure

### Framework and history of the SPPI network

GPP initiatives in Italy started with the “GPPnet” Life project (2002 - 2004), which developed and tested a methodology for local GPP strategies and action plans. The “GPPnet” national network became in 2005 one of the 16 Working groups of the Italian Local Agenda 21 Association. It was first led by the Province of Cremona, and since 2014 by the Sardinian Province of Cagliari.

In April 2008, the Italian National Action Plan (NAP) for GPP was approved<sup>1</sup> and later revised in 2012<sup>2</sup>.

The participation of the Sardinia Region in the Management Committee of the National Action Plan for GPP and in the National GPP Working Group directly affected and fostered GPP initiatives in the Sardinia Region, which learned from the organizations leading on GPP in Italy.

In 2009 the Sardinia Region took part of an European project, the GPPinfoNET, to increase GPP commitment and implementation through networking and exchange of best practices. It was within this project, which created or reinforced 6 Italian and 3 European regional networks, that the Sardinia GPP regional network was created.

At the same time, 8 provincial offices (GPP Ecosportelli) were established to support more closely the Province Governments, municipalities, other public bodies and the local companies in the field of green and sustainable procurement.



Figure 1: The structure of Sardegna Compra Verde

<sup>1</sup> Decreto Interministeriale n.135 del 11 Aprile 2012

<sup>2</sup> Decreto Interministeriale 102 del 10 Aprile 2012 (in Gazzetta Ufficiale dal 3 Maggio 2013)

## Policy Priorities

The NAP provides a general framework on Green Public Procurement. This includes defining national goals, identifying the categories of goods, services and works of priority actions according to the environmental impact and volume of spending and referring to specific decrees issued by the Ministry for the Environment Land and Sea that define a set of “minimum” environmental criteria for different categories. These criteria have to be included in the procurement of products and services of the central government, and act as a reference for the procurement of the other public bodies (regions, provinces, municipalities, etc.).

The Autonomous Region of Sardinia, in 2007, committed itself to adopt a green public procurement policy, and started a process to support the acquisition and consumption of green products and services within the regional and local entities. This process led to the adoption of PAPERS - the Plan for Ecological Public Procurement in the Sardinia Region (DGR 37/16 of 30.7.2009). The plan identifies a set of goals and actions to be implemented in the short term (2009 - 2011), and a strategy of broader, more structural measures to be implemented in the time period from 2009 to 2013.

PAPERS acts transversely and reinforces the specific actions of the other regional plans, primarily the Regional Environmental Action Plan and the Plan of Waste Management.

## Specific policy commitments of participants

Through the implementation of PAPERS the Autonomous Region of Sardinia aims to:

1. Include environmental criteria in 50% of the regional supply of goods and services necessary for the ordinary functioning of the administration and in 20% of the works contracts made directly by the Region;
2. Introduce green public procurement policies in all the provincial governments, in 50% of the municipalities, in all the regional park authorities and in 30% of the other public bodies;
3. Enhance in the regional administration and in at least a 50% of the municipalities the use of renewable energy sources, energy savings and energy efficiency.

The political objectives for GPP are set by the Region themselves. Through participating in the networking activities, the provinces and municipalities share those GPP objectives. In addition, they are fostered to approve their own Official Act, to formally increase the policy commitment of the organization.

## Strategic Objectives

The PAPERS describes:

- 9 operational objectives for the Regional Administration, the regional bodies and agencies, with specific actions and targets:
  - Enhance internal expertise
  - Increase the percentage of procurement of goods and services with reduced environmental impact
  - Promote the introduction of ecological criteria in the procurement of works
  - Promote energy savings, reduction of intensity and efficiency
  - Promote the generation of energy from renewable sources
  - Promote responsible consumption in the regional offices
  - Include mandatory environmental criteria in the legislation and in regional planning
  - Implement specific actions in priority areas

- Informing policy undertaken
- and 5 operational objectives for local authorities and other public bodies, with specific actions and targets:
  - Promote the adoption of GPP policies in local authorities and other public bodies
  - Promote energy savings, reduction of intensity and efficiency in buildings
  - Promote the generation of energy from renewable sources
  - Promote good practices and the exchange of experiences
  - Promote responsible consumption within local authorities and other public bodies

### Organisational structure of the network

During the GPPinfoNET project, the operating rules of the Regional GPP Networks were commonly settled for all the partners, and were:

1. Each network will have a political representative and a technician;
2. Each network will have a goal for each year of activities. These could be, for example, the implementation of guidelines, technical documents, to examine in-depth the issues of interest, collective purchases, etc.;
3. Each network will have four thematic groups for discussing specific topics such as the contribution of GPP to waste reduction and waste management strategies; GPP's contribution to achieving the objectives of the Kyoto Protocol; references to eco-labels and environmental management systems in public procurement procedures, the approach of life cycle costing (LCC);
4. Each network will meet three times over the course of the project, the meetings will have a minimum duration of two hours;
5. The meetings of the discussion groups can be carried out in parallel in a single day or on different days if the organizations are interested in more than one thematic group;
6. The networks will disseminate information and communicate via e-mail and the relevant page on the website of the project;
7. Each network will have the regional newsletter that will be sent via e-mail and published on the website;
8. The newsletter will contain a section for updates on the project, another section with the relevant news at national and European level (the same for all regional editions) and one focused on the initiatives and good practices at the regional level;
9. The work of the regional networks will be presented at the National GPP Day, Forum CompraVerde-BuyGreen or other thematic seminars, videoconferences, etc.

Additionally, the 8 provincial support offices (GPP Ecosportelli) were created. They act as technical secretaries at provincial level, and their structure includes:

- A provincial referent (from the Province administration)
- And a provincial external expert

After the GPPinfoNET project, the framework of the regional and provincial networks stayed the same thanks to the ERDF funds, but the organizational structure got more flexible.

After running for three years, Ecosportelli are currently ending their activities. A regional referendum held on 2012 decided to abolish the Provincial Administrative level. As a consequence, Provincial governments power has been decreasing since then. Therefore, the Regional Administration is trying to increase the networking activities and relationships with municipalities.

However, the maintenance of all these close-supporting structures is not ensured in the near future.

### **Leadership**

The Autonomous Region of Sardinia and the 8 Provincial Governments are taking the lead on GPP in the region.

Municipalities are especially small in Sardinia, and the most active ones (those that got the “La Sardegna Compra Verde” Ecolabel) are not always the biggest.

## **2. Network financing and resources**

### **Fees**

No fees are charged to network participants.

### **Other Resources**

Once the GPPinfoNET project resources ended, the Autonomous Region of Sardinia linked the implementation of the Regional Action Plan for GPP with the Regional Development Plan and thus is funded by the European Regional Development Fund (ERDF).

The Operational Programme of the European Fund for Regional Development of the Region of Sardinia 2007-2013 is the main financial source of the Plan for Ecological Public Procurement in the Sardinia Region (PAPERS).

The Province contributes to the GPP network by dedicating at least one person as the provincial GPP referent.

### **Recruitment of members**

PAPERS addresses:

- All the sectors of the regional administration affected by the procurement of goods, services and works;
- Entities and regional agencies that have to align with the regional policy of GPP;
- Local authorities that want to introduce environmental criteria into their procurement procedures and want to spread the best environmental technologies in their territories;
- All public bodies (universities, schools, the health sector, etc.) interested in promoting green procurement
- Businesses that provide goods and services to the public administration, that want to access to new market shares by adopting more environmentally-friendly production methods or practices.

Public authorities, enterprises or citizens can directly contact their provincial GPP Ecosportello to get involved in the provincial and regional GPP networking and capacity building activities.

### **Network secretariat and external assistance**

- At Regional Level:
  - SAVI, the Service of Environmental Sustainability, Impact Assessment and Environmental Information System from the Autonomous Region of Sardinia, is responsible for the GPP policy and program implementation

- RTI Ecosistemi-Poliste is in charge of the external technical assistance to the implementation of green procurement in the Region of Sardinia (for the implementation for the PAPERS).
- At Provincial level:
  - There is a provincial referent (from the Province administration)
  - And an external support expert
- The external assistance had a budget of 650.000 euros for 3 years, full time
- Ecosportelli GPP had a budget of 800.000 euros for 3 years. Open 2 days a week in front office and at least 1 day in back office

### **Level of involvement of network participants**

The involvement of public authorities was really high during the first phase of the PAPERS implementation and during the GPPinfoNET project, more than 200 public authorities participated in the activities (see also point 5).

Nowadays, Ecosportelli are ending their activities and thus, the involvement of municipalities and other public administrations is lower. However it differs from one province to another, depending on the provincial and municipal commitment to GPP.

### **Professional profile of participants**

The profile of the participants is very mixed:

- At regional level, the GPP plan is led by the environmental department (SAVI), but the networking activities counted with a high implication of the procurement experts also (from the procurement department, public works, etc.)
- At provincial and municipal level, professional profiles are not so clearly defined since sometimes there is only one person doing everything
- Generally talking, 70% of the participants came from the procurement side and 30% were from environmental departments and policy makers
- Private sector representatives were only invited to some general dissemination activities and to some of the sectoral ones.

## **3. Main activities**

The main activities carried out by the regional network and Ecosportelli are:

### **Training**

- “Technical Laboratories” are workshops organized throughout all the regional territory to help participants in the design and implementation of concrete actions, such as green purchasing procedures, policies, strategies or behaviour. Some of the issues tackled during the “Technical Laboratories” are:
  - Acts of political and formal commitments of the organization;
  - Legislation;
  - Market analysis;
  - Operating tools: life cycle analysis and eco-labels, environmental management systems, etc;
  - Definition of green criteria for each product category;

- Greening of tenders for goods / services / works;
- Identification of environmental benefits;
- Monitoring the level of achievement of the GPP objectives.

### **Face to face meetings**

- At regional level, in the framework of the PAPERS implementation, one coordinating meeting is organized every 3 month between the region, provinces and Ecosportelli. Ecosportelli is responsible for reporting on both the actions taken and the municipal needs.
- Additionally, each GPP Ecosportelli organized face to face meetings with the participants but no regularly, and mainly on demand.

### **Working groups on specific topics**

- During the PAPERS implementation a specific regional working group on buildings was created
- The more active working group was on canteens. It counted with representatives from the Regional Environmental, Agriculture and Health Departments, from municipalities, hospitals and universities. The group exchanged information and experiences and defined:
  - The guidelines for sustainable canteens
  - The adhesion criteria to the “Sustainable canteens network”
  - Checklist to demonstrate the accomplishment of the criteria
  - The model for linkages of the Network
- Previously, another specific working group existed at regional level on the use of scraps of marble and granite quarries in road construction.

### **Elaboration of materials / tools (guidelines, criteria for tender, calculator, ...)**

- Information brochures both for public authorities and enterprises on green public procurement
- Technical glossaries both for public authorities and enterprises on green public procurement
- Guidelines for the application of ecological public procurement in works contracts: the use of scraps of marble and granite quarries in road construction<sup>3</sup>. Developed within the framework of a regional GPP working group.
- Guidelines for sustainable canteens; criteria, checklist and Act combine to adhere the “Sustainable canteens network”, in the framework of the sustainable canteens working group.
- Templates for Council Resolution, Plan of Action and Service Order to be used by local authorities to formally adopt a GPP policy, developed in the course of technical workshops with the contribution of representatives of municipalities and other institutions that have participated in these meetings.
- Technical documents aimed at deepening the environmental impacts of specific products and services widely used in organizations but not yet subject to the ministerial minimum environmental criteria:
  - "Lavanolo" service: Rental, reconditioning and logistics service for textiles, mattresses, DPI, footwear and medical devices for the preparation for hospitals
  - Printing

---

<sup>3</sup> Delibera N. 22/19 del 22.5.2012

- Practical manuals to facilitate the interpretation and use of the Minimum Environmental Criteria approved by the National Government on
  - Municipal waste management service
  - Printers, toner and inkjet
  - Cleaning services and products
  - Vehicles
  - Textiles
  - Furniture
  - Lighting
  - Catering and food supply
  - Exterior joinery
- Catalogue of natural and sustainable products in Sardinia, not directly produced by the network.

### Support for SPPI tender (helpdesk)

The Help Desk assists in the adoption of green purchasing practices by answering technical and organisational questions in person or via a specific e-mail box. There are two levels of support:

- 8 Provincial helpdesks, (at the Ecosportelli) for the municipalities
- A regional helpdesk for the Region Administration and for the complex questions addressed at Ecosportelli

### Joint procurement activities

Network members share many tender models, but there are no examples of joint procurement.

### Best practice examples (description of successful tenders and its benefits "tender models")

- Green tenders' database.
- The Ecolabel "La Sardegna Compra Verde", given by the SAVI Regional Service, is an acknowledgment for all those Sardinians public bodies that have embarked on Green Public procurement (GPP) policy and / or made purchases of green goods and services, guided by the objective to integrate environmental criteria in all phases of the buying process. All Sardinians public bodies can obtain the label after prove their GPP commitment and achievements according to the specific regulation and questionnaires established.



### **Work with providers / market engagement**

- General activities on GPP both at regional and provincial level for enterprises were organized such as round tables, participatory meetings, etc.
- Additionally, the “Sectoral Interventions” defined the lines of action to be implemented in some priority areas from the point of view of the regional economy. The interventions also sought to influence public demand in order to accelerate the development of a "green" market.

In the chosen areas (tourism, food processing and construction), the objective was to start a dialogue between different stakeholders aimed at reviewing all regional policy, including the inclusion of ecological criteria and environmental preference. This was not only in purchasing procedures, but in sectoral legislation, in the planning of resources for public bodies and private organisations, in providing incentives or authorization procedures.

Public administrations and businesses were involved in the implementation of pilot projects in each sector.

### **Online forum / platform for internal exchange**

- A Community of practice (CDP) was established. CDPs are social networks that aim to stimulate the representatives of local authorities, regional agencies, office managers, etc. to exchange views on issues, problems or tips regarding the application of the GPP strategy in the administration.

Through the Community, participants can share documents and exchange views; send comments and participate in thematic discussion groups; leave messages to the Forum; to chat and share images and documents. The goal, therefore, is to inform, raise awareness, but also create a dynamic network of users for collaboration that enables the exchange of GPP best practices.

### **Collaboration with other networks**

- GPPnet, the Italian GPP network and its Forum Compra Verde - Buy Green
- GPPinfoNet project
- GPP2020 project
- Rete Cartesio, a regional network on Sustainable Production and Consumption aimed to reach and disseminate collective solutions in sustainable management based on cooperation between the public and the private sector.

## **4. Dissemination**

The main dissemination activities carried out by the network include:

### **Website**

- [www.regione.sardegna.it/sardegnacompraverde](http://www.regione.sardegna.it/sardegnacompraverde)
- [www.ecosportellisardegna.it](http://www.ecosportellisardegna.it)



## Newsletter

- Ecosportelli GPP Sardegna (from September 2013 to October 2014)



## Social media (twitter, facebook, youtube, ...)

- Facebook: <https://www.facebook.com/ecosportellisardegna>
- Twitter: <https://twitter.com/EcosportelliGPP>

## Organization of conferences, exhibition, annual events

- 24 Informative Seminars were organized in the region with the aim to develop the skills and knowledge base of all stakeholders on green procurement
- Brochures
- Technical glossaries
- Prize “Sardinia towards the Green Economy”
- “Eco-Aquisity” competition: eco-lottery tickets were delivered according to the evaluation of the environmental sustainability of the citizens’ shopping made at specific info-stands throughout the region.

- School art competition on "buying green" open to primary schools in Sardinia, aimed to increase the student's awareness on sustainable consumption. Collective classroom works (posters, plastics or dioramas, stories or newspaper articles) drawing inspiration for good practices on the everyday consumption could be sent to the provincial Ecosportelli GPP.
- "Weekend Compra Verde", green procurement activities on "How to promote and support good practices of production and consumption" were organized in all the provinces of Sardinia to involve all the stakeholders (governments, companies, media, local actors, etc.) interested in green and sustainable procurement.
- GPP Best practices from the Region, provinces, municipalities and other public bodies are presented every year in the Forum Compra Verde - Buy Green

## 5. Monitoring of activities and results

### Monitoring and reporting on the overall network activities

The Regional GPP Committee (the coordination group of the PAPERS) acts as "Regional Observatory of Green Public Procurement". The monitoring is aimed at verifying the achievement of the objectives of the Action Plan and is intended as a tool with a dual purpose. First, it is a tool to support the implementation, since it will assess the achievement of the targets, bring the details of the actions, identify possible obstacles and corrective actions and appropriate readjustments and permit an overall assessment of the plan. Second, it is an instrument of communication of the results.

An annual monitoring report compiles separately the implementation of the GPP at regional level and in the local authorities and public bodies (see next section).

At regional level, the monitoring system includes:

- The details of the implementation of the GPP policy internally in the Regional Administration (% of green tenders, etc.): During the last 3 years more than 250 tenders have been greened, 76 tenders from the Provincial Governments and 178 tenders from Municipalities.
- And the general results of GPP implementation process in local authorities and public bodies:
  - number of participants
  - number of green tenders
  - etc.

In order to assess the achievement of the quantitative proportion of the bodies engaged in the GPP, bodies are invited to communicate to the Service Savi on the adoption of a formal policy of GPP and any green tenders issued. This will also give visibility to the Administrations and enables the exchange of best practices and technical information. Other statistics include:

Sardinia Municipalities:

- 197/377 municipalities participate in regional activities (52,3% of total)
- 23% of Sardinia municipalities have completed at least one green tender
- 6% of Sardinia municipalities have adopted a political commitment on GPP

Regional public bodies:

- 15/15 participate in regional activities (100%)
- 67% have completed at least one green tender

Regional Park Authorities:

- 9/9 participate in regional activities (100%)
- 78% have completed at least one green tender

**Provincial Governments**

- 8/8 participate in regional activities (100%)
- 100% have completed at least one green tender

Total green tenders in the last three years:

- 76 green tenders belong to Provincial Governments
  - 178 green tenders belong to Municipalities
- Additionally, the monitoring related to the achievement of operational objectives of the plan is done through specific quantitative indicators of achievement, set for every operational objective.

**Monitoring and reporting on participants activities**

The monitoring of the level of penetration of GPP policies in local authorities and other public bodies is done through questionnaires. A questionnaire is sent to a sample of entities to recognize the progress made in setting up a GPP policy (resolutions, internal working groups, training activities, campaigns, specific projects, etc.), the type of green supplies acquired in terms of quantity and weight percentage of the total expenditure.

## 6. Successes and hurdles

**Main achievements**

- The level of involvement of all kinds of public authorities in the region: even the very small municipalities were reached
- Universities and hospitals are also highly involved in the network
- GPP became a topic not only for the environmental referents but also for procurers
- Good market response. An analysis was made, and it was shown that more local enterprises were tendering in the greened tenders
- Clear increase of GPP commitment within the Regional Administration: currently the Administration is handling the national GPP network secretary. The internal collaboration between the environmental department (SAVI) and the procurement department also increased.
- Different Sardinian public authorities presented their nominations for the GPP National awards, and some of them succeeded

**Success factors**

- The structure of the network within a clear planning framework, the Region PAPERS
- A very operative approach: laboratories and helpdesk
- The close help and support offered by Ecosportelli
- Big level of exchange and share of documents: tender models, official acts, etc.
- High technical level of regional support

**Hurdles identified and strategies to overcome them**

- Administrative changes have given instability to the framework and network. For example, provinces are currently being dismantled.
- Funding changes, when the GPPinfoNET project ended, the Region got new ERDF funding.

- Monitoring is still a problem, as it's difficult to get real feedback from all the actors involved.
- Procurers and politicians scare on local market response. Despite the awareness raising efforts and the analysis made on the local market impact of GPP policy (where good results were shown), the market fear (from a protectionist point of view) has not disappeared.

## 7. Future challenges

### Main challenges for the future

- Finding new funding sources to maintain the close support to the local authorities and other public bodies (even more important now that provinces will disappear)
- Facing the trend of centralization of procurement. Current legislation fosters the centralized procurement. At regional level, the Regional Purchasing Agency (CAT) has been created, and procurements are also made through the national procurement agency, Consip, which approves green framework contracts, but not flexible enough to cover small municipalities needs. For example, only big national enterprises are registered in the electronic market, so municipalities cannot buy from local ones.
- Define and implement a continuous communicating and monitoring system

## 8. Images, pictures

*Some images of the network, participants, activities:*





## Annex

## Terms of reference



LIFE 07 INF/IT/000410

Beneficiario  
coordinatore:

Beneficiari associati:



## SCHEDA DI ADESIONE ALLA RETE REGIONALE GPP

<b>Il sottoscritto</b>	Nome e Cognome
<b>Ente/Organizzazione</b>	
<b>Ruolo</b>	
<b>Indirizzo</b>	
<b>Telefono</b>	
<b>Fax</b>	
<b>Cellulare</b>	
<b>E-mail</b>	

## Quali sono le aree tematiche di Suo interesse?

- ☐ Contributo del GPP alla riduzione dei rifiuti e alle strategie di gestione dei rifiuti
- ☐ Contributo del GPP al raggiungimento degli obiettivi del protocollo di Kyoto
- ☐ I riferimenti alle eco-etichette e ai sistemi di gestione ambientale nelle procedure d'acquisto pubbliche
- ☐ L'approccio del life cycle costing (LCC)
- ☐ Altro (Segnalare eventuali altre aree tematiche di interesse)

## Referenti regionali

**Luciana Sedda**

E-mail:  
lsedda@regione.sardegna.it  
Telefono:  
070 606 6546  
Fax:  
070 606 7392

**Luisa Mulas**

lmulas@regione.sardegna.it  
070 606 8034  
070 606 7578

## About SPP Regions

The Sustainable Public Procurement Regions (SPP Regions) project is a new European initiative designed to support public entities in their procurement. SPP Regions is financially supported by the EU's Horizon 2020 Programme, and co-ordinated by ICLEI – Local Governments for Sustainability.

SPP Regions aims to:

- Promote strong networking and collaboration at both the European and subnational regional level on sustainable and innovative procurement (SPP/PPI)
- To help promote and embed capacity building and knowledge transfer
- At the regional level, networking will be promoted to build capacities and transfer skills in carrying out SPP and PPI
- Collaborate directly on tendering for eco-innovative solutions

## SPP Regions Partners



*This project has received funding from the European Commission under grant No 649718.*

### Disclaimer

*The sole responsibility for any errors or omissions made lies with the editor. The content does not necessarily reflect the opinion of the European Commission. The European Commission is also not responsible for any use that may be made of the information contained therein.*